

Message Text

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C O N F I D E N T I A L STATE 091852

HOLD FOR OPENING OF BUSINESS

E.O. 11652: GDS

TA : NATO

SUBJECT: NATO CIVIL EMERGENCY PLANNING (CEP): SUMMARY
OF POSITIONS FOR THE PLENARY SESSION OF THE PLANNING
BOARD FOR OCEAN SHIPPING (PBOS)

SUMMARY POSITIONS FOLLOW, KEYED TO AGENDA ITEMS:

AGENDA ITEM I, ADOPTION OF THE PROVISIONAL AGENDA.
THE US HAS NO ITEMS TO ADD AND NO OBJECTION TO THOSE
LISTED.

AGENDA ITEM II, PLANS REVIEW STUDY GROUP (PRSG) REPORT
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WE AGREE THAT THE TRADE ANALYSIS PROPOSED BY THE
REPORT SHOULD BE MADE BUT DOUBT THAT IT CAN BE COMPLETED
BEFORE THE NEXT PLENARY MEETING. WE SUGGEST THAT THE
PRSG EXPLORE THE AVAILABILITY OF DATA AND LAY OUT A PLAN
OF ATTACK AND THAT THE PLANNING BOARD AUTHORIZE THE JOINT
CHAIRMAN TO DO WHATEVER IS NECESSARY AND PRACTICABLE TO GET
ON WITH THE JOB.

WE AGREE THAT FINANCIAL ARRANGEMENTS SHOULD BE
INVESTIGATED. WE WOULD RATHER NOT GIVE THIS TASK TO THE
FREIGHT RATES STUDY GROUP, WHICH HAS MORE THAN ENOUGH TO DO,

AND THE DEFENSE SHIPPING AGENCY STUDY GROUP (DSASG) WILL ALSO HAVE ITS HANDS FULL. THEREFORE, WE SUGGEST THAT THE TASK BE HANDED BACK TO THE PLANS REVIEW STUDY GROUP.

AGENDA ITEM III, PROGRESS OF THE LOCATE SYSTEM. WE AGREE THAT THE POSSIBLE USEFULNESS OF THE LLOYD'S DATA SHOULD BE EXPLORED. THIS OBVIOUSLY WILL DELAY WORK ON LOCATE AND MAY LEAD TO A CHANGE OF CONCEPT.

AGENDA ITEM IV, DSA STUDY GROUP REPORT.

WE PREFER NOT TO REESTABLISH THE TRAINING AND EXERCISE GROUP. THE PROBLEM OF PREPARING FOR EXERCISES WILL BE INFLUENCED BY ACTIONS TAKEN UNDER ITEM XIV, FUTURE EXERCISES.

AGENDA ITEM V(1), EMPLOYMENT OF TANKERS. WE AGREE WITH THE CONCEPT, INCLUDING RELYING ON THE INTERNATIONAL ENERGY AGENCY AS LONG AS POSSIBLE BEFORE TURNING TO NATO WARTIME OIL ORGANIZATION. AGENDA ITEM V(2), CSA/DSA LIAISON ARRANGEMENTS. WE HAVE NO COMMENTS ON THIS NON-REPORT. THE QUESTION, TO BE ADDRESSED ELSEWHERE, IS TO DETERMINE WHAT THE CENTRAL SUPPLIES AGENCY IS TO DO.

AGENDA ITEM V(3), PROGRESS OF PLANNING FOR THE MESG. CONFIDENTIAL

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WE HAVE NO COMMENTS ON THE REPORT ON THE MEDITERRANEAN SHIPPING GROUP. FYI. WE SEE OUR REAL RELATIONSHIP WITH THE GROUP OF MED COUNTRIES SHIPPERS AS LIMITED TO WARTIME LIAISON. END FYI.

AGENDA ITEM VI, FREIGHT RATES STUDY GROUP (FRSG) REPORT. WE DO NOT AGREE WITH THE STUDY GROUP'S PROPOSAL THAT THE CANADIAN ISSUE ON INSURANCE SURCHARGES BE LEFT FOR THE FREIGHT RATES COMMISSION TO DEAL WITH IN WARTIME. THE ISSUE SHOULD BE FACED NOW, WHILE WE HAVE TIME TO HANDLE IT.

THERE IS A MORE BASIC ISSUE, THAT IS, THE FACT THAT THE PRESENT CONCEPT FOR SETTING FREIGHT RATES IN WARTIME COULD NOT BE IMPLEMENTED AT THE OUTBREAK OF HOSTILITIES. WE MUST HAVE A SYSTEM FOR SETTING FREIGHT RATES AS SOON AS THE DSA POOL GOES INTO OPERATION. WE INTEND TO PROPOSE THAT FRSG BE GIVEN THE TASK OF DEVELOPING A PLAN FOR SETTING FREIGHT RATES WHICH CAN BE IMPLEMENTED IMMEDIATELY UPON THE OUTBREAK OF HOSTILITIES. THAT SHOULD BE ITS FIRST PRIORITY TASK.

AGENDA ITEM VII, SHIPPING WAR LOSSES WORKING GROUP REPORT. AGAIN, WE CANNOT LEAVE THE HARD QUESTIONS FOR WARTIME IF WE ARE TO PLAN WELL. TO PUT THE SCALE OF THIS

QUESTION IN PERSPECTIVE, INITIAL PREMIUM PAYMENTS TO THE IN-ERALLIED INSURANCE ORGANIZATION (IIO) WILL RUN INTO BILLIONS OF US DOLLARS. THE REPORT ON MEASURES FOR CONSTITUTING THE IIO AND FINANCIAL PROCEDURES LEAVES ALL THE DIFFICULT PROBLEMS UNTIL AFTER THE IIO IS CALLED INTO OPERATION. THAT MEANS THAT THE IIO CANNOT BE READY TO OPERATE WHEN THE DSA POOL IS ESTABLISHED. IT SEEMS LIKELY THAT THE WORKING GROUP IS NOT CAPABLE OF DEVELOPING THESE PROCEDURES. WE HAVE DOUBTS THAT THE IIO, AS PRESENTLY VISUALIZED, COULD CARRY OUT THE PROCEDURES IN WARTIME IF THEY HAD BEEN DEVELOPED. WE INTEND TO PROPOSE THAT THE PLANNING BOARD INSTRUCT THE WORKING

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GROUP TO INVESTIGATE THE FEASIBILITY OF CONTRACTING THE ADMINISTRATION OF THE IIO TO THE INSURANCE INDUSTRY, TO ENSURE THAT A COMPETENT ORGANIZATION WILL BE READY TO GO WHENEVER IT IS NEEDED.

THE WORKING GROUP REPORT OVERLOOKS THE FACT THAT THE UK AGREED TO DEVELOPMENT OF THE SCALE VALUATION SCHEME SUBJECT TO THE PROVISION THAT THE SCALE SCHEME WOULD BE COMPARED WITH THE MARINE INSURED VALUE APPROACH BEFORE A FINAL DECISION WAS MADE ON THE METHOD TO BE USED. WILL THE UK DELEGATION REQUEST THAT THE COMPARISON BE MADE? THE INSURANCE SCHEME MUST BE AMENDED TO ACCOUNT FOR THE CANADIAN POSITION ON THE IIO. WE SUGGEST THAT THE WORD "ALL" BEFORE "SHIPS" BE DELETED IN THE PHRASE, "ALL SHIPS INTENDED TO BE PLACED AT THE DISPOSAL OF THE DSA WILL BE LISTED IN PEACETIME FOR ENTRY IN THE IIO." THIS WILL LEAVE A LOOPHOLE FOR THE CANADIANS WHILE PRESERVING THE SENSE THAT IN GENERAL ALL SHIPS WILL BE LISTED.

WE UNDERSTAND THAT THE FRENCH DELEGATION MIGHT QUESTION THE ADVANCE PAYMENT OF PREMIUMS. IF THEY DO SO, OUR VIEW IS THAT THE ENTIRE SCHEME WILL HAVE TO BE RESTUDIED. THE GOF SEEMS TO PREFER INDEMNIFICATION WHICH WOULD MEAN THAT THE US WOULD ABSORB MOST LOSSES OF SHIPS--CLEARLY AN UNACCEPTABLE BURDEN TO US. FYI. THE GOF HAS AGREED TO C-M(72)37, WHICH CALLS FOR ADVANCE PAYMENT, BUT MAY BACK OUT ON BASIS OF DISCREPANCY BETWEEN ENGLISH AND FRENCH VERSIONS OF THE C-M. ALTERNATIVE TO ADVANCE PAYMENT IS AFTER-THE-FACT INDEMNIFICATION OF LOSSES. UNDER THAT ARRANGEMENT, IF GOVERNMENTS FAILED TO HONOR CALLS FOR FUNDS PROMPTLY, MAJOR FINANCIAL BURDEN WOULD FALL ON US, WHICH WOULD BE CLEARLY UNACCEPTABLE. END FYI.

AGENDA ITEM VIII, NATO CIVIL EMERGENCY PLANNING AND REVIEW CYCLE MINISTERIAL GUIDANCE.

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-- THE NAC HAS PUT THIS ON THE MINISTERIAL
AGENDA FOR MAY.

AGENDA ITEM IX WILL BE A SACLANT BRIEFING ON THE SOVIET
NAVAL THREAT.

AGENDA ITEM X, TRI-MNC STUDY.
WE UNDERSTAND THAT THESE DOCUMENTS WILL NOT BE
DISCUSSED UNTIL ITEM XI IS REACHED.

AGENDA ITEM XI, CONSIDERATION OF THE IMPLICATIONS OF
THE THREE PRECEDING ITEMS.
ACTION ON ALL THREE ITEMS COMES TO A FOCUS IN
THE TRI-MNC STUDY RECOMMENDATIONS AND THE ACTIONS
PROPOSED AT THE FEBRUARY 24TH MEETING IN BRUSSELS.
AC/271-D/222, WHICH WILL BE CONSIDERED UNDER AGENDA ITEM
XX, DISCUSSES THE BRUSSELS PROPOSALS THAT A MEETING
WITH INDUSTRY REPRESENTATIVES BE HELD IN THE US AND THAT
A SPECIAL WORKING GROUP BE SET UP TO DEAL WITH THE
TRI-MNC STUDY RECOMMENDATIONS. CHAIRMAN IS EXPECTED TO
TAKE UP THESE PROPOSALS UNDER AGENDA ITEM XI.
WE ARE PREPARED TO HOST A MEETING IN WASHINGTON
ON JUNE 1-2. HOWEVER, SINCE ATTENDANCE AT THE MEETING
WILL COST THE DELEGATIONS TRAVEL MONEY THEY MAY NOT HAVE,
THE PLANNING BOARD SHOULD ENSURE THAT THERE WILL BE
ENOUGH PEOPLE AT THE MEETING TO JUSTIFY HOLDING IT.
THE SPECIAL WORKING GROUP SHOULD GET UNDER WAY AS
SOON AS POSSIBLE, PERHAPS IN JUNE. WE HAVE DRAFTED
SOME WORKING PAPERS ON THE FOUR TRI-MNC STUDY
RECOMMENDATIONS, TO GIVE THE SWG A POINT OF DEPARTURE.
FYI. PRIMARY ISSUES ARE REVISION OF LIST OF SHIPS
EARMARKED FOR REINFORCEMENT LIFT AND ARRANGEMENTS
FOR AVAILABILITY OF NATO SHIPS DURING CRISIS PERIOD.
WE WANT SLOW BREAKBULK FREIGHTERS ON EARMARKED LIST
REPLACED WITH NEW ROLL-ON/ROLL-OFF SHIPS AND FAST
(20 KNOT) FREIGHTERS AND COMBINATION SHIPS. ARRANGE-
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MENTS SHOULD BE MADE THROUGH PBOS FOR EARLY AVAILABILITY
OF SHIPS OF THOSE COUNTRIES THAT NOW HAVE POWERS TO
CONTROL THEIR SHIPPING BEFORE OUTBREAK OF HOSTILITIES.
END FYI.

AGENDA ITEM XII, TERMS OF REFERENCE OF THE DSA.
WE AGREE WITH THE CHANGES PROPOSED BY THE
UK IN D/204, WHICH ARE MINOR.

AGENDA ITEM XIII(1), REPORT ON THE RESERVE SHIPPING
BOARD (WEST) (RSB(W)) EXERCISE.
INSTEAD OF REQUIRING THE PBOS SUBORDINATE GROUPS

TO ANALYZE THE REPORT AND REPORT BACK TO THE PLANNING BOARD, WHICH SEEMS A WASTE OF EFFORT, WE SUGGEST THAT THE SUBORDINATE GROUPS BE ASKED SIMPLY TO CONSIDER THE REPORT IN THEIR FUTURE WORK.

AGENDA ITEM XIII(2), REPORT ON THE RSB(E) EXERCISE. THE AMVER SYSTEM CANNOT BE USED AS THE REPORT SUGGESTS. WE PROPOSE THAT THE IDEA BE ADOPTED IN THE FORM OF A NATO-WIDE SYSTEM SIMILAR TO THE US MERCHANT SHIP LOCATOR FILING SYSTEM, AT LEAST FOR EARMARKED SHIPS. WE ASKED SACLANT INFORMALLY IF THEY WOULD PROVIDE ADP SUPPORT FOR SUCH A SYSTEM AND THEY SAID YES. WE BELIEVE THAT SACLANT WILL BE PREPARED TO SPEAK ON THE SUBJECT OF CHARACTERISTICS OF ESCORT OILERS. WE DO NOT AGREE WITH THE SUGGESTIONS ON SETTING FREIGHT RATES WHICH ARE CONTAINED IN THE EXERCISE REPORT. FYI. THE SUGGESTIONS, WHICH GENERATED FROM SHIP OWNERS AND OPERATORS, WOULD GIVE EXORBITANT PROFITS TO FOREIGN OWNERS (OR THEIR GOVERNMENTS) WHILE US SHIPS WERE OPERATING FOR GOVERNMENT ACCOUNT ON A NO-PROFIT BASIS. END FYI.

AGENDA ITEM XIV, FUTURE EXERCISES.
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THE PROBLEM IS MANAGING THE 1978 DSA TRAINING EXERCISE, TRADEWIND/DAGGER FURIOUS 1978, AND WINTEX-CIMEX 79, ALL WITHIN A PERIOD OF THREE OR FOUR MONTHS. WE ASSUME THAT THE PLANNING BOARD WILL AGREE TO REPLACE THE PLANNED DSA EXERCISE WITH A TRAINING SESSION. THAT WILL REDUCE THE PREPARATION PROBLEM AND GIVE US SOME FLEXIBILITY. WE FEEL THAT THE CONTROL OF SHIPPING EXERCISE TRADEWIND/DAGGER FURIOUS SHOULD BE SUPPORTED AND PROPOSE THAT THE SUPPORT BE IN THE FORM OF RESPONSE CELLS SIMILAR TO THE ONES SET UP FOR WINTEX-77. ON THE WESTERN SIDE, WE WANT TO CONDUCT THE 1978 DSA TRAINING SESSION CONCURRENTLY WITH THE OPENING PHASE OF WINTEX-CIMEX 79, AT SACLANT HEADQUARTERS. SACLANT WILL SUPPORT US AND THE ARRANGEMENT WOULD GIVE DSA TRAINEES A FEEL FOR NAVAL OPERATIONS AND THE CONDITIONS UNDER WHICH THE DSA WOULD BE LIKELY TO BE CALLED INTO OPERATION. AFTER THE TRAINING SESSION WAS COMPLETED, PLAYER ELEMENTS WOULD REMAIN AT SACLANT FOR THE REST OF WINTEX/CIMEX. WE SHOULD LIKE TO HAVE UK SUPPORT FOR THIS APPROACH.

AGENDA ITEM XV, DSA PERSONNEL REVIEW.
WE STRONGLY SUPPORT THE UK PROPOSAL THAT THE NUMBER OF NATIONAL REPRESENTATIVES BE REDUCED.

AGENDA ITEM XVI, DSA COMMUNICATIONS STUDY.
THE UK DELEGATION WILL MAKE THE ORAL STATEMENT ON
THIS SUBJECT. WE MUST KEEP IN MIND THAT OUR COMMUNICA-
TIONS ARE MORE ADVANCED.

AGENDA ITEM XVII, PROGRESS OF MILITARY PLANS FOR MERCHANT
SHIPPING. --
WE HAVE NO COMMENTS.

AGENDA ITEM XVIII, COORDINATION OF SHIPBUILDING AND
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SHIP REPAIR.
WE SEE NOTHING TO DO WITH THIS EXCEPT REFER IT
TO THE INDUSTRIAL PLANNING COMMITTEE FOR ANSWERS TO BASIC
QUESTIONS ON THE WARTIME JOBS WESTERN INDUSTRY WILL BE
ASSIGNED. (THE US MAY HAVE TO HELP IPC PUT THE ANSWERS
TOGETHER.) -

AGENDA ITEM XIX, OTHER MATTERS NOT ON THE AGENDA.
WE HAVE NO COMMENTS. FYI. WARTIME SALVAGE WILL
HAVE TO BE ADDRESSED DEFINITELY IN A LATER STUDY.
US NAVY IS RESPONSIBLE FOR WARTIME SALVAGE UNDER THE
MARINE SALVAGE ACT OF 1947, BUT EUROPEAN POSITIONS ARE
NOT SIMILARLY CLEAR. THE NETHERLANDS IS INTERESTED IN
ENSURING WARTIME EMPLOYMENT OF ITS LARGE SEAGOING TUG
FLEET. MANAGEMENT OF SALVAGE WILL AFFECT OPERATIONS AND
COSTS OF US AND NATO WAR RISK INSURANCE SCHEMES. END FYI.

AGENDA ITEM XX, WORK PROGRAMS.
WITH REGARD TO THE PBOS WORK PROGRAM:
A. THE PROGRAM SHOULD BE HEADED "1977/1979."
B. IT SEEMS THAT THERE ARE FIVE TASKS THAT
MUST BE COMPLETED IN ORDER THAT THE DSA MAY
BE ABLE TO OPERATE AT THE OUTBREAK OF
HOSTILITIES:
(1) CRISIS REINFORCEMENT ARRANGEMENTS
(2) THE PLANS REVIEW
(3) FREIGHT RATES PLANS
(4) INSURANCE PLANS
(5) PLANS FOR THE MESG.

ALL OTHER TASKS ARE IMPORTANT, BUT, IF THEY
WERE NOT COMPLETED, THE DSA COULD STILL
FUNCTION. WE SUGGEST THAT THESE FIVE TASKS
BE PUT IN THE FIRST PRIORITY AND EVERYTHING
ELSE IN THE SECOND.

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C. REVISION OF THE WAR MANUAL IS A NECESSARY JOB, PARTICULARLY IN VIEW OF COMMENTS MADE AT THE DECEMBER TRAINING SESSION. REVISION OF THE MANUAL IS ON THE WORK PROGRAM OF THE DSASG, BUT IT SEEMS DESIRABLE THAT IT ALSO BE SHOWN ON THE PBOS PROGRAM.

D. OTHER CHANGES MAY BE NECESSARY TO ACCOUNT FOR

DECISIONS MADE DURING CONSIDERATION OF PREVIOUS AGENDA ITEMS.

WITH REGARD TO THE WORK PROGRAM OF THE PRSG:

A. WE HAVE MADE COMMENTS UNDER PREVIOUS AGENDA ITEMS ON THE EXPLORATION OF FINANCIAL MATTERS AND THE HANDLING OF THE PROPOSED ANALYSIS OF NATO TRADE.

B. THE REVISION OF THE DSA MANUAL MIGHT BE CARRIED OUT MORE QUICKLY IF THE PRSG WERE INSTRUCTED TO PUT THE RESULTS OF ITS WORK INTO DRAFT MANUAL FORM. WE SUGGEST THAT THE PBOS SO INSTRUCT THE PRSG.

WITH REGARD TO THE DSASG WORK PROGRAM:

A. THE DRAFT PBOS WORK PROGRAM INCLUDES THE ITEM, "REVIEW OF PLANS FOR THE OIL BUNKERING OF MERCHANT SHIPPING IN WAR." IF THAT IS RETAINED IN THE PBOS WORK PROGRAM, IT SHOULD BE ADDED TO THE DSASG PROGRAM.

B. WE WONDER WHETHER IT IS WORTHWHILE TO KEEP THE ADP ADVISORY GROUP. THE ADPAG HAS ESSENTIALLY THE SAME MEMBERSHIP AS THE DSASG. IT MIGHT SAVE SOME TROUBLE TO DISESTABLISH THE ADPAG AND LET CONFIDENTIAL

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THE DSASG TAKE OVER THE ADP WORK.

WITH REGARD TO THE FRSG WORK PROGRAM, WE SHOULD LIKE THE FIRST PRIORITY TASK TO BE THE DEVELOPMENT OF A FREIGHT RATES SCHEME FOR THE EARLY WAR PERIOD.

WITH REGARD TO THE SHIPPING WAR LOSSES WORKING GROUP (SWLWG) WORK PROGRAM:

A. WE SHOULD LIKE TO HAVE ADDED TO THE PROGRAM AN INVESTIGATION INTO THE FEASIBILITY OF CONTRACTING WITH THE INSURANCE INDUSTRY FOR ADMINISTRATION OF THE SCHEME.

B. IF THE UK MAINTAINS ITS POSITION ON THE COMPARISON

OF THE SCALE VALUATION SCHEME WITH THE MARINE
INSURED VALUE APPROACH, THAT TASK SHOULD BE
ADDED.

C. IF THE FRENCH DELEGATION WITHDRAWS ITS CONCURRENCE
IN ADVANCE PAYMENT OF PREMIUMS, THE SWLWG'S FIRST
PRIORITY TASK SHOULD BE RECONSIDERATION OF THE
BASIC SCHEME.

WITH REGARD TO PRIORITIES FOR NATIONAL SHIPPING
PLANNING WE HAVE NO COMMENTS.

AGENDA ITEM XXI, DOCUMENTS UNDER THE SILENCE PROCEDURE.
WE HAVE NO COMMENTS.

AGENDA ITEM XXII, OTHER BUSINESS.
WE HAVE NO OTHER BUSINESS TO RAISE.

AGENDA ITEM XXIII, CONSIDERATION OF THE DRAFT DECISION
SHEET.

AGENDA ITEM XXIV, DATE OF NEXT MEETING.
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WE HAVE RESERVED THE INTERNATIONAL CONFERENCE
SUITE FOR THE LAST WEEK OF APRIL, 1978 AND PROPOSE THAT
THE PLENARY MEETING BEGIN ON APRIL 25TH, 1978.

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<< END OF DOCUMENT >>

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